

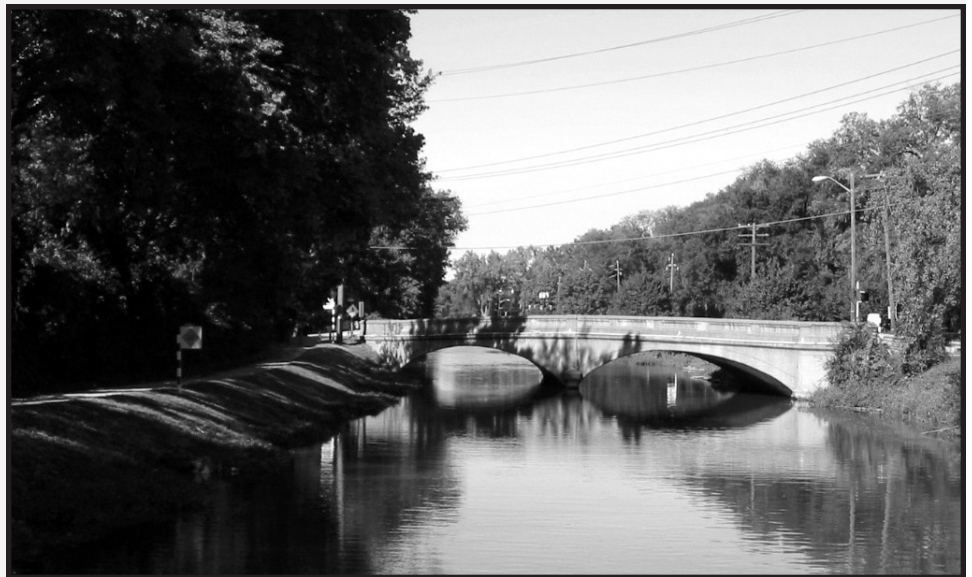
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CHAPTER THREE

HISTORICAL CONTEXT



“One must always maintain one’s connection to the past and yet ceaselessly pull away from it. To remain in touch with the past requires a love of memory. To remain in touch with the past requires a constant imaginative effort.”

--*Gaston Bachelard*-- 1884-1962

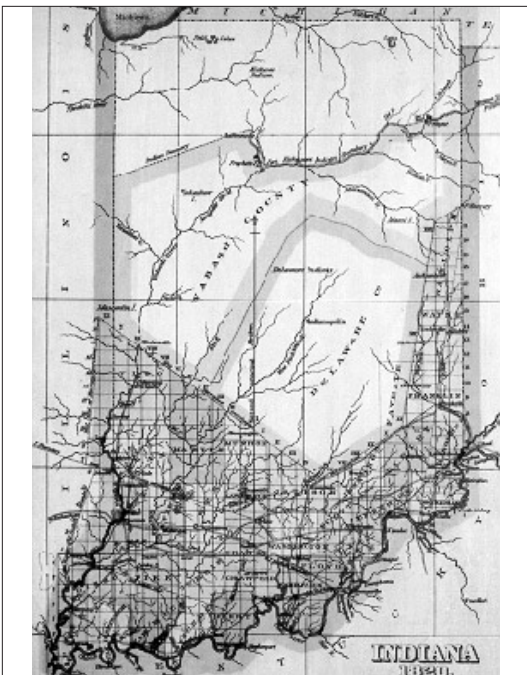
Out Of The Wilderness

The settlement of Indiana began in the south, close to the Ohio River. By the time of statehood in 1816, it was still confined to the lower third of the state, not only because the great river was the highway to the east, but also because treaties with the Native Americans closed the northern lands. The “New Purchase” of 1818 removed this restriction from the middle third of the state, effective upon the migration of the various tribes within three years.

The dense forest was all encompassing, stretching from the Ohio River to the dunes and grassy plains surrounding Lake Michigan. More than 50 species of trees towered above the rich, poorly drained soil of central Indiana. Black walnut, white oak, poplar, white elm and hickory were common; however, the beech and sugar maple dominated the area that would become Marion County. Two waterways, the White River and Fall Creek, meandered through this woodland encouraging an abundance of flora, fauna, fish and wildlife. The confluence of these two waterways created a favorite hunting ground for the Miami Confederacy, an alliance of the Miami, Shawnee, Delaware, Kickapoo and Potawattomie Native American tribes, a hunting ground held until the Treaty of Saint Mary’s, signed in 1818, surrendered the territory to settlers in 1821.

New Site for the State Capital

With the admission of Indiana to the union in 1816, Congress had made a donation of four square miles of land for the site of a capitol wherever the State might choose. Indiana’s capital had moved with the State’s growing population, first at Vincennes, and then to Corydon; however, in January 1820, a reluctant General Assembly, realizing that Corydon was an inconvenient location for a capitol, appointed a commission for the selection of a permanent seat of government. Politics dictated a central location, but transportation needs of the era demanded a riverside location. These two criteria seemed to determine a site on the White River near a trading station operated by William Conner.



This commission met at Vincennes in May 1820 and ascended the River, investigating many sites along the way. Eventually, the commission returned to the confluence of the White River and Fall Creek and decided to locate the capital there. The site was ideal for future milling sites and the level landscape promised both ample farmland and room for extensive urban expansion. However, the site was plagued by swampy creeks and bayous, which would ultimately affect the City in many unforeseen ways. The General Assembly approved the site selection on January 6, 1821; however, the Assembly argued for many days concerning the name of the new Capital. The names of many Native American chiefs were proposed; however, Jeremiah Sullivan proposed a hybrid English-Greek name meaning “the city of Indiana”. After some initial derision but little opposition, the new state capitol was named Indianapolis.

City Takes Shape

The area selected for the new capitol was not uninhabited by settlers. William Conner had set up his trading post (now the Conner Prairie Pioneer Settlement) north of Marion County in 1806. Jacob Whetzel and his son Cyrus settled in the bluffs of the White River in 1819. George Pogue, a blacksmith, allegedly settled in Marion County in 1819; however this claim is disputed. Indiana had been a state for four years when, in early 1820, John and James McCormick packed up their families and proceeded north, from Connorsville. Finding a suitable location along the east bank of the White River, near the location of the present day Washington Street Bridge, the McCormick families built a log cabin, and, traditionally, became the first settlers of Marion County.



Planning came to Indianapolis shortly thereafter in the form of two surveyors: Alexander Ralston and Elias Fordham. Ralston was associated with Pierre L'Enfant's survey of Washington D. C., and Fordham had close ties to English settlements in Illinois. Ralston and Fordham laid out the city on a grid, a mile on each side. At the center, on a rounded hill of sugar maples, they placed a circular street as the site for the Governor's residence. The residence was constructed but never occupied, since the activity of the Circle made the location unsuitable for a family residence. Finally, four diagonal streets were added, each ending a block short of the Circle.

In those early days, the form of the City began to take shape. Malaria, caused by the mosquito infestation around Pogue's Run and White River, devastated early settlers and pushed residential construction to the north and east away from those swampy marshlands. Property along Washington Street attracted speculators, who often purchased lots on hopes of the higher future prices demanded for commercial property. The riverfront area developed into a commercial and industrial area, with a scattering of working-class homes.

While the sales of lots associated with the original Donation were brisk, Indianapolis remained, at most, a pioneer village until 1824, when the Capital arrived from Corydon on a 4-horse wagon after a 10-day journey. The population of Indianapolis was between 400-500 people by the end of 1821; however, the delay in re-locating the capital caused the forfeiture of property, purchased on a speculative basis. The economy of the City became based





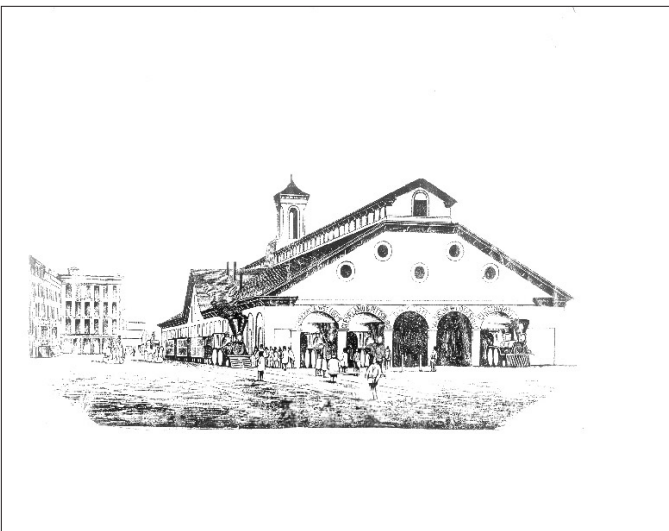
around agriculture, and most of those not engaged in agriculture were employed in food processing. By 1822, the town had a gristmill, two sawmills, three groceries, two mercantile houses, several small workshops, and seven taverns.

Early Transportation Improvements

The many early attempts to bring dependable transportation systems to Indianapolis were failures. Congress had declared the White River navigable; however, most large vessels attempting travel on the River were subsequently grounded or wrecked. Only small flat bottom boats were found suitable. Inspired by the fabulous success of the Erie Canal, the General Assembly created the Mammoth Internal Improvements Bill. The bill envisioned several canal

routes into the City; however a severe financial panic in 1837 doomed the overextended bond issues of the State, and the only portion of the canal to be finished extended from Broad Ripple to Indianapolis.

The construction of a roadway system, however, did open up Indianapolis to much of the rest of the United States. A road between Indianapolis and Fort Wayne was ordered built in 1825. The Crawfordsville Road and the Michigan Road were built in 1828. Lafayette Road was built in 1829. The extension of the National Road to Indianapolis in 1827, planned for in the original plat of the City, was the most heralded event in early roadway construction. The completion of these roads lessened the isolation of the wilderness capital and Indianapolis became a major stopping point for traffic moving west. These roads were, however, erratically surfaced; therefore, by 1833, Indianapolis was described as a forlorn little village, having no advantage other than lying in the middle of an extremely fertile country and being the capital of a new state.



The Railroad

The progress of constructing the Madison Railroad was slow, halting at several temporary stations at North Vernon, Columbus, Edinburg, Franklin and Greenwood. The line was little more than a series of steam-drawn wagons running on wooden rails topped with iron plates; however, by spring of 1847, it had reached to within ten miles of the city. Most people had never seen a railroad, so as the track approached Indianapolis, curiosity was widespread. The last spike was driven at the South Street station on October 1, 1847, and rail transportation had arrived in Indianapolis. By 1855, several separate railway systems radiated outward from the city, and the new

lines quickly altered the face of the city. Taking their lead from the Madison Line, each chose the south side for their terminus. The fierce competition drove each company to build its own station; and the city, concerned with this proliferation, intervened and induced the lines to share tracks and facilities. Ultimately, this resulted in the construction of the nation's first Union Station in 1853. By the end of the 1860's, the original frame structure was no longer adequate for the volume of traffic and a massive brick and limestone structure replaced the original building in 1888.

With this new railway system, Indianapolis was well prepared to serve the union as an important communications, assembly and supply center during the Civil War. The two fairgrounds became Camps Sullivan and Morton, housing outgoing soldiers during the early stages of the war and serving as a prison for captured Confederate prisoners during the latter stages. As a measure of the city's expansion during this time, the census of 1870 records an increase in the manufacturing labor force from 587 to 5,929 and the value of products increased from \$890,000 to \$16,384,000. This growth was not of a temporary wartime nature. The new rail network brought prosperity to Indiana farms and centered in Indianapolis the function of processing and shipping of farm products.

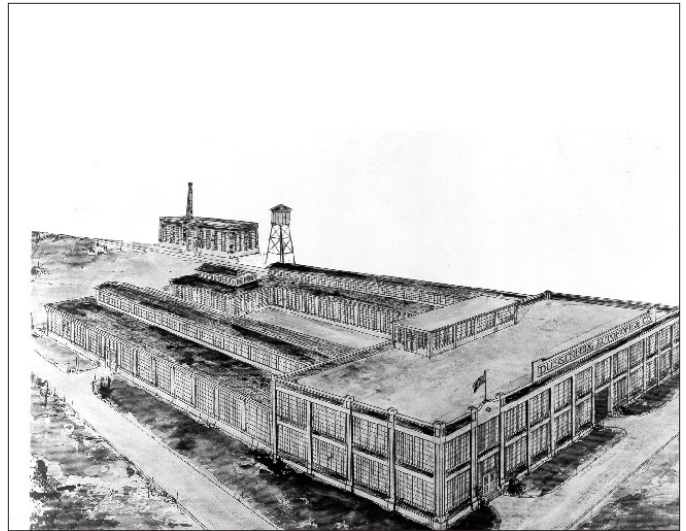
Industrialization

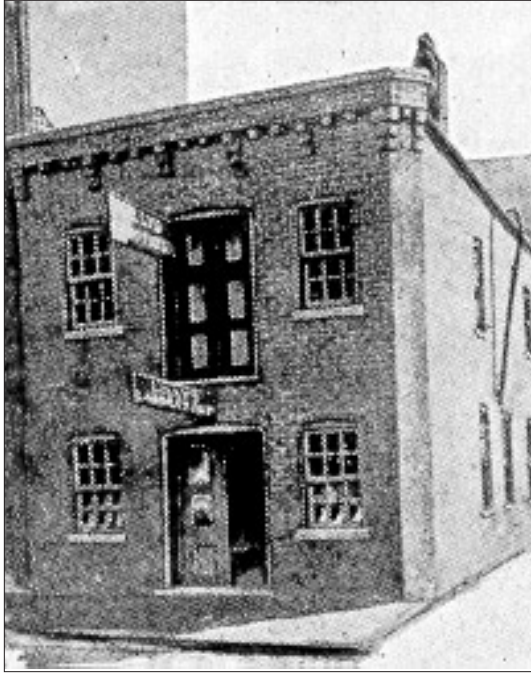
The depression of the 1870's brought a protracted pause in economic growth, lasting ten years after the panic of 1873. The 1880's, however, brought recovery from depression, and Indianapolis emerged as an important manufacturing center, which would lead Indianapolis away from the dependence on the local agricultural community towards a broader national market.

Indianapolis industrialists were first to capitalize on increased farm productivity, and meatpacking houses lined the banks of the White River. Kingan and Company opened in 1863 with the claim to be the world's largest; however, the original plant was destroyed by fire in 1865. The company rebuilt a new plant and adopted the new technology of refrigeration, which eliminated the narrow seasonal limits of winter slaughtering. Innovations such as these made pork packing the leading industry in the city and made the city the nation's fourth leading pork producer.

Foundries and machine shops were also an important part of the economy. The discovery of extensive soft coal deposits in southwestern Indiana and the continued expansion of Hoosier rail lines provided fuel to replace the wood of Indiana's dwindling forests. As a result, Indianapolis' air was filled with bituminous odors and its winters were marked with black snows. Metal products, however, soon replaced flour milling as second only to pork in local production.

Vegetable canning was also among the new food processing industries. Drawing upon the





states expanding truck gardens, producers began to can sweet corn, hominy, tomatoes, cucumbers and beans in quantity. Van Camp began such operations in the 1860's, later expanding into the production of pork and beans in a tomato sauce for a generation that knew them as Boston Baked Beans.

Indianapolis' central location and excellent rail conditions also attracted many types of businesses. In 1872, Lyman S. Ayres founded a department store chain that figured prominently in the city's history. Four years later Eli Lilly opened a small laboratory, which would grow into a pharmaceutical giant.

Because of the new technology introduced in many of the processes, industry became increasingly reliant on commercial banking. Indianapolis' first banks were state chartered, beginning with a branch of the Second State Bank of Indiana. These institutions were joined by a host of competing private banks created under the state's general incorporation banking law of 1852. While many of the banks in western states had poor reputations, Indiana banks gained a national reputation for

sound management that survived until the 1880's, when a combination of hard times and poor investments took their toll. Most early banks disappeared from the city. Those that survived, however, experienced a rapid growth of assets.

The rapid expansion of industry in Indianapolis also attracted a surge of immigrants. Germans and Irish immigrants were predominant; however, a number of smaller nationalities, such as Italians, Czechs and English also flourished. This influx, and increasing birth rates, produced rapid population increases. Census figures indicate that the population of Indianapolis increased from 18,611 in 1860 to 169,164 in 1900.

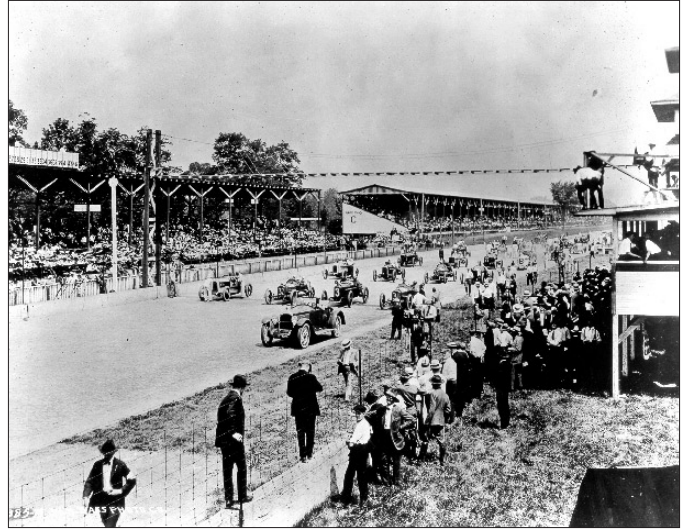
Demand in housing soared and the local construction industry promoted individual houses rather than row houses or apartments. Developers quickly seized on these trends, dotting the city with a variety of suburbs, which were often distinct in income or occupation. For the affluent there were Woodruff Place and Irvington. Railway workers gravitated to Brightwood or Beech Grove. Meat packing workers were drawn to West Indianapolis or Haughville. Better transportation across the rail lines allowed the southside to grow. Indianapolis was becoming a checkerboard of neighborhoods.

The Automobile

In 1891, Charles Black built the first "horseless buggy" in Indianapolis, and soon the city abounded with pioneer automobile companies. Altogether, between the time of the first Waverly Electric in 1898 and the closing of the Stutz Motor Car Company in 1934, forty different makes of cars were produced in Indianapolis. Howard Marmon saw in automobile manufacture an opportunity for precision engineering to rival Rolls Royce. The Stutz Company offered roadsters, including the famous Bearcat of the 1920s. Fred and August Duesenberg established their company in 1920.

The fascination with cars led naturally to their promotion. Road rallies and routes became popular, among them the “Dixie Highway” from Indianapolis to Miami. The intersection of this route with the National Road soon caused the Chamber of Commerce to adopt the city slogan: “The Crossroads of America”.

One of the earliest promotions associated with the automobile would become an American institution. Carl Fisher, James Allison, Frank Wheeler and Arthur Newby created an automobile racing track on West 16th Street. The Indianapolis Motor Speedway opened in September 1909 for a racing carnival; however, the macadamized surface created numerous accidents, and the track was hastily repaved with brick to create a safer track. By May 1910, it attracted 30,000 spectators and an annual tradition was born.



Indianapolis had earned a reputation as a producer of expensive, luxury automobiles, which were built for the few with money to enjoy style and high quality workmanship. Each was a mechanical and artistic model, but the market for such fine-quality transportation was limited and profitability was marginal. At the height of automobile production in 1907, Indianapolis ranked fourth in the nation in the volume of production and equaled Detroit in the value of sales as late as 1920. Automobile production, however, was increasingly focused on assembly line, low-cost, mass production. It was only a matter of time, accelerated by the Great Depression, until the Indianapolis Motor Speedway alone remained to remind the city of an industry in which the very excellence of craftsmanship had ultimately contributed to the undoing of that craft. Indianapolis remained a racing center and a major supplier of parts, but it had lost the main contest of automobile production to Detroit.

Aside from the rise and fall of production, the development of the automobile had an enormous impact on the city. Probably most important was the improvement of roads that connected Indianapolis to the rest of the state and beyond. As the popularity of this new mode of transportation increased, so did the demand for better roads. The townships extended a network of gravel and crushed stone roads across the county, taking advantage of state laws permitting taxation of property owners who were adjacent to the roads. The General Assembly created a state highway commission in 1917 and promptly designated the funds for a system of five “main market” highways, two of which intersected Indianapolis. In 1925, Congress created a system of highways greatly facilitating travel by automobile. Four of these highways passed through Indianapolis.

The success of the automobile, however, was not without casualties. Between the turn of the century and the advent of a modern highway system, construction of 2,200 miles of electric railways along ten radial routes gave Indianapolis the brief distinction of being the foremost interurban center of the nation. It made it possible for central Indiana farmers to enjoy up to seven million annual shopping expeditions to downtown Indianapolis. Within fifty years, the interurban system would vanish and downtown retail and the railroad would be seriously endangered.



Diversification

At the turn of the century, America was entering an era when light industries were as important as the older, heavy industries. Light industry could be started with small investments, and while their failure rate was high, the possibility of success was very real for local entrepreneurs. Madam C. J. Walker opened a small cosmetics firm and through innovative marketing and management, expanded into one of the largest black-owned companies in America. By 1905, Eli Lilly and Company had grown from a pharmaceutical house to a million-dollar operation. Indianapolis was soon producing tools, cleaners, baking equipment, paint, clothing, books and other diverse goods. Food processing, while still dominating, had slipped to barely a quarter of the urban output, and at least fifteen other manufacturing areas accounted for at least a million dollars of the city's \$231 million of total production.

The city also maintained its local economic base through retailing. Merchants stressed attractive merchandising, diversified offerings and impressive shopping buildings. Retail stores were fast replacing the hotel as showplace buildings. In 1905, L. S. Ayres and Company opened a store on Washington Street. It featured 250 feet of show windows, a marble main floor, mahogany furnishings and elevators to all eight floors. More importantly, it offered a range of clothing and accessories far beyond the traditional dry goods store. The lavish store set in motion a competition among downtown retailers.

The Great Depression

During the early decades of the 20th century, Indianapolis continued to grow. By 1920, the city's population exceeded 300,000 and there were more than 1,000 manufacturing establishments. Nearly all of Indianapolis' hopes were dealt rude blows, however, by the Great Depression, which was the worst crisis that ever confronted the city. Small businesses failed, large ones faltered, and unemployment soared. Construction slowed and urban blight became a problem.

Indianapolis was particularly vulnerable, because the city's economy was tied closely to consumer goods. The goods required regular purchases, which dropped drastically as panic followed the 1929 crash. The city responded to the crisis as best it could. Private and public social agencies provided emergency needs for victims of the Depression and city and county employees contributed one percent of their incomes to a municipal soup kitchen. But with over 10,000 families on relief in Marion County and the manufacturing workforce nearly halved, it quickly became clear that these efforts would not cope with the magnitude of the problem.

The Depression brought the Federal government into local affairs. Various new deal agencies, such as the Federal Emergency Relief Administration, Public Works Administration and the Works Progress Administration spent millions in the city through work relief programs or

through grants and loans to the city and county governments. Many projects were temporary make-work projects involving unskilled labor, while others were monumental public works programs, which left a permanent mark on the city's physical landscape. The extension of Fall Creek Boulevard, the construction of Pepsi Coliseum, and the building of Lockefield Gardens are examples of the impact that these programs had on the city. Indianapolis Metropolitan Airport also began to take shape on the southwest side.

Ultimately, federal government involvement brought the city, and the country, out of the Depression with the involvement in the Second World War and began an era of prosperity for the city. As the federal government expanded its national defense programs local companies expanded production for wartime needs. Allison expanded to produce high-speed fighter plane engines. Kingan and Company and Van Camp produced rations. Eli Lilly produced drugs for tropical diseases.

Post-War Development

The post war period was one of continued prosperity, but a major change took place in the City's economy with the decline of the railroad. The automobile, the trucking industry and the new federal highway program begun under President Eisenhower combined to cut deeply in the freight and passenger train businesses. Union Station, once filled with bustling crowds, eventually stood as an almost unused relic of a bygone era. In 1946, 69 trains left the station daily, but within 30 years this number would fall to 18.

The automobile and rapid increase in the population following the war also created a suburban housing boom. Marion County's population increased from 460,926 in 1940 to 792,000 in 1970. Construction pushed out to the county lines and began to spill out to such nearby towns as Carmel. New building techniques often lowered building costs and farmers and developers offered large, low-cost lots. The housing boom altered the shape of the city dramatically.

But it was alterations in retail patterns, which introduced the biggest changes in development patterns. Apart from corner businesses along streetcar lines, retailing had always been concentrated near the Circle. However the shift to suburbia, and the failure of most mass transportation systems, continued the dominance of the automobile, and retailers were attracted to the suburbs. Grocers, cleaners, hardware stores, and other high-turnover businesses led the way. Branch banks and auto dealers soon followed.

Retailers began to speak, as they do today, of a location's life cycle as a decade or less. Retail locations leapfrogged one another to create larger more creative layouts. The street-front stores of the 1940's were replaced by strip development setback from common parking lots in the 1950's. By the mid-1950's, true shopping malls began to be developed, and large downtown retailers began to open major branches in those malls, where operating costs were lower. Unable to offer unlimited free parking and eliminate traffic congestion, many downtown businesses declined or closed, creating centers of decay that threatened to spill over into adjacent residential property.

Industry conformed to the same pattern as well. While many older firms, such as Eli Lilly,

Allison and Western Electric, expanded at their central locations, most light industry and some heavy industry reflected the drawing power of the suburbs, opening new branches in traditionally distant locations. The first industrial parks, as well as many that have developed since 1960, took advantage of the interstate highway system. This system of urban highways was developed in 1957. The first links of Interstate 465, the belt roadway, opened in 1961, and, by 1970, I-465 was completed. Food processing went into decline. Stockyards and packinghouses in other cities began to draw away local business from older, outmoded facilities. Kingan and Company, now named Hygrade, closed in the early 1960's and the stockyards soon followed. As a result of these changes, the industrial base became highly diversified. The central location to many regional markets and excellent transportation facilities made Indianapolis attractive to distribution and warehousing operations.

Office development also left the downtown. Almost all office buildings before the Depression and during the early pre-war years were built downtown. Suburban office buildings were of little importance until the late 1960's; however, occasional office construction booms have occurred since, with a majority of the office space in Indianapolis being constructed subsequent to 1974 and located in the suburbs.

UniGov

The serious problems of business in the city were joined with the problems of neighborhood decay. The problems were partly those of age. Houses built to earlier codes often lacked wiring, plumbing and insulation common in newer construction. The automobile also contributed to the problems, since the older subdivisions were created without adequate provisions for this now common part of the city landscape. But rapid social change was also at fault. Many areas experienced sudden changes in residents. Uneconomical large homes were transformed into multi-family housing, changing the income patterns of entire neighborhoods. Suburban flight became reality.

The problems, however, should not be over-emphasized. Indianapolis was in better physical and economic shape than most large cities. Median income was high, home ownership was close to the top, most public services functioned well. Local leaders recognized that the continued vitality of the city required broad attention to three considerations: suburban growth, downtown redevelopment and neighborhood revitalization.

For many years Marion County experienced different needs for its urban, suburban and rural areas. As suburbia spilled over the actual city boundaries, the distinction between government services provided inside and outside the city broke down. A few of the new residential and commercial areas were annexed, and the city map began to look like a curiously tentacled creature. In 1969 a major effort was made to better accommodate the increasing needs of a rapidly growing and suburbanizing population, and the General Assembly enacted UniGov, a consolidation of the city and county governments. Many governmental agencies and overlapping jurisdictions were reorganized. The legislature was consolidated into a City-County Council. The Office of the Mayor was strengthened and the authority of the Mayor included all of Marion County, which enabled the Mayor to effectively address many metropolitan problems.

Excluded Cities:
Speedway
Lawrence
Beech Grove
Southport



0.9 0 0.9 1.8 Miles

But the reorganization was actually much less than the name “UniGov” implies. Beech Grove, Lawrence, Southport and Speedway guarded their local autonomy and became excluded cities. Legalities and political compromises made it necessary for some governmental units, such as the township and county offices and judicial system, to remain unchanged. Most significantly, school, fire and police jurisdictions remained untouched. The result is a unified government, which consists of sixty-one distinct taxing districts based upon these separate jurisdictions.

Amateur Sports Capital of the World

Indianapolis had long been recognized for the 500-mile race, major league basketball and minor league hockey and baseball teams. The completion of Market Square Arena in 1974, as a home for the Indiana Pacers, followed, by four years, the movement of the Amateur Athletic Union to Indianapolis. This blend of amateur and professional athletics struck local leaders in the mid-1970’s as a prescription for the city’s future. Armed with this vision, the city launched a well-planned campaign to attract sports events and organizations.

Within a decade, stadiums were constructed for tennis, track and field, swimming, cycling and professional football. International, national and other sports related organizations relocated to Indianapolis. National championships were hosted by the city in a variety of professional, collegiate and amateur sports. The relocation of the Colts professional football team in 1984 and the National Collegiate Athletic Association (NCAA) headquarters in 1998; the hosting of the 10th Pan American Games in 1987, the World Championship Gymnastic Championships in 1991, the NCAA Men’s Basketball Final Four; the construction of Victory Field as the home of the Indianapolis Indians, and Conseco Fieldhouse as the new home of the Indiana Pacers are indications of the city’s determination toward this vision.

The Resurgence of Downtown

Between 1978 and 1988 nearly \$2 billion went toward downtown construction and renovation. Major renovations include the Indiana Roof Ballroom, the Canal, the Soldiers and Sailor’s Monument, the World War Memorial and the Hilbert Circle Theatre. New construction is represented by the Bank One Tower and White River State Park, which contains the Eiteljorg Museum, the Indiana Historical Society, the Indianapolis Zoo, and the new Indiana State Museum.

The opening of the Circle Centre Mall signaled the return of retail to the downtown area. The completion and expansion of the Convention Center has similarly contributed to the resurgence of the downtown by increasing the visibility of Indianapolis to the rest of the United States and to the world.

Yet the most striking feature of Indianapolis remains the continuity in the face of steady growth. Few large American cities incorporate so many of the elements of their past into the fabric of their present. Gone are the days of “a forlorn little village”, “Indian-no-place” and a “farm with streetlights”. In the future, Indianapolis can turn to other matters, such as improving education, nurturing a cultural identity, revitalizing neighborhoods and generally improving the quality of life.

History of Planning and Development

As previously mentioned Alexander Ralston and Elias Fordham laid out the original plat of the City. Certain land uses were specified in this plat. The Governor's residence was to be located on the Circle, the courthouse was to be located on the east side, and the state house was to be located on the west side. While the Governor's residence is no longer located on the Circle, the present sites of the City-County Building and the Indiana State House correspond to these locations on the original plat.

Most land use, however, went unregulated until 1921, when the Common Council adopted the first zoning ordinance. This ordinance established restrictions based upon land use, height of structures and lot area. The five use districts were Dwelling House, Apartment House, Business, First Industrial and Second Industrial.

An extensive survey of Indianapolis' residents was conducted in 1929 and the results were published in a report entitled *The Leisure of a People*. This study was a comprehensive look at both public and private recreation providers and overall park planning recommendations were made concerning the recreational needs of the populace. The study proposed the expansion of park acreage, facilities and programs and called for park and school boards to do cooperative planning. Previously, the City had hired John Olmstead (in 1885) and George Kessler (in 1905) to prepare park plans.

In 1944, the City Plan Commission submitted a Preliminary Master Plan for the City of Indianapolis. The text of this report summarized a number of subjects; however a great deal of further study was recommended. The Plan indicated that the knowledge of past trends, present conditions and a considered judgement of what can be anticipated would be necessary to provide a plan that adequately serves as a guide for growth.

In 1948, the Board of Commissioners adopted the Marion County Master Plan Permanent Zoning Ordinance for those portions of Marion County not subject to zoning regulation under the jurisdiction of a city or town. With the adoption of this ordinance, all portions of what would become the Consolidated City of Indianapolis were regulated under some sort of land use controls.

Chapter 283 of the Acts of the General Assembly was enacted in 1955. This Act authorized the creation of a single planning and zoning department in every county having a first class city, established a metropolitan plan commission and vested it with the power to establish a master plan for all areas within the county.

The City of Indianapolis initiated a study in 1956 of local traffic problems through the Mayor's Traffic Improvement Committee. The purpose of the study was to develop a major street plan that would make maximum use of existing streets. The study was to make recommendations for improvements to the existing street system and to make general recommendations for long-range transportation needs. As a result, in 1958, the first Official Thoroughfare Plan was adopted. Revisions of this Plan continue to be used to this day. The Plan identifies major street improvements proposed for the City to provide the roadway capacity needed based upon projected changes in population and employment. Today, as this Plan is updated, it

becomes part of the Comprehensive Plan.

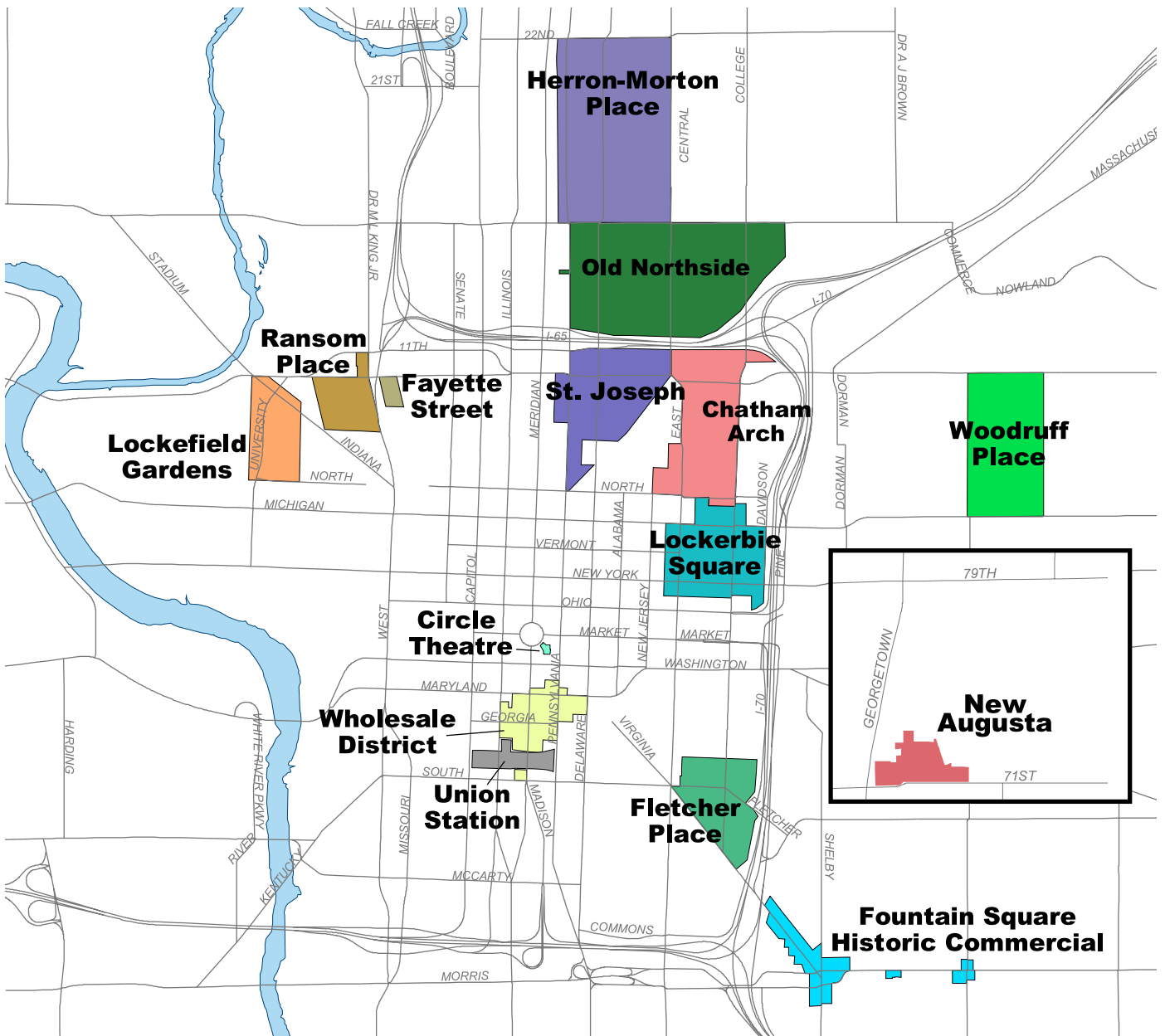
In 1962, the Industrial Zoning Ordinance of Marion County was adopted pursuant to Chapter 283 of the Acts of the Indiana General Assembly for 1955. This Act established a single planning and zoning authority in Marion County. Subsequent adoption of the Central Business District Zoning Ordinance (1964), the Dwelling Districts Zoning Ordinance (1966) and the Commercial Zoning Ordinance (1969) followed, resulting, ultimately, in the adoption of one set of zoning standards for the Consolidated City/County.

In 1965, the first Marion County Comprehensive General Land Use Plan was adopted. This plan is the overall land use plan for Marion County. In 1965, the plan included recommendations for future commercial, residential, and industrial areas as well as recommendations for the location of new parks and schools. This Plan has been updated four times since this initial adoption, in 1969, 1977, 1984, 1991-1993. This document is the fifth revision of the 1965 original.

The nine-member, mayor-appointed Indianapolis Historic Preservation Commission (IHPC) formed in 1967. The mission of the IHPC and its professional staff is to work in cooperation with the City of Indianapolis to preserve both the character and fabric of historically significant areas and structures. Since 1976, the IHPC has had a professional staff that functions as a division of the Department of Metropolitan Development. The IHPC provides design and zoning review and approval in ten locally designated historic areas and three conservation districts. These neighborhoods are: Chatham-Arch; Lockefield Gardens; Fletcher Place; Fountain Square; Herron-Morton Place; Ransom Place Conservation District; Lockerbie Square; Old Northside; New Augusta Conservation District; St. Joseph; Wholesale District; Woodruff Place; and Fayette Street Conservation District. In addition to these districts, six individual buildings have been designated as historic areas by the IHPC. The tasks generated by the processing of applications and review of proposed projects in these designated historic areas comprise the majority of the staff's workload.

In 1968, the Indianapolis Regional Transportation and Development Study: A Transportation and Land Development Plan for the Indianapolis Region was adopted. This report represented the first regional transportation plan and was the first planning study to specifically address the land-use and transportation connection. The current Indianapolis Regional Transportation Plan evolved from this plan.

In 1969, the first subarea (or neighborhood) plan to be prepared for the city, Metropolitan Subarea Plan-Highland-Brookside, was completed by the Metropolitan Planning Department (now Department of Metropolitan Development). This plan was prepared jointly by city staff and an area-wide citizen planning committee. Since that initial Plan, over fifty similar plans have been prepared for neighborhood areas of the city. Subarea plans are adopted by the Metropolitan Development Commission as segments of the Comprehensive Plan and are used to guide development policy.



Historic District Map

